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REPORT

OF THE

SENATE COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION

TO THE

SENATE COMMITTEE ON THE BUDGET

SUBMITTED PURSUANT TO SECTION 301 OF THE CONGRESSIONAL BUDGET AND IMPOUNDMENT CONTROL ACT OF 1974

OF THE

PROPOSED BUDGET FOR FISCAL YEAR 1985

MARCH 15, 1984

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LETTER OF TRANSMITTAL

U.S. SENATE,
COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION,
March 15, 1984.

Hon. PETE V. DOMENICI,
Chairman, Committee on the Budget,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: I am submitting herewith the report of the Committee on Commerce, Science, and Transportation, pursuant to section 301(c) of the Congressional Budget Act, on its views and estimates of budgetary matters within its areas of interest.

This report was considered and approved by the Committee and represents the Committee's best judgment at this time. It should be pointed out that this report is being submitted to you while the Committee is still in the early stages of a heavy schedule of authorization hearings. Therefore each item in this report is subject to further review and modification by the Committee during its consideration of specific authorization requests.

Please be assured that the Committee will continue to be committed to doing its share to bring Federal spending under control, and reduce the impact of projected Federal deficits on the current economic recovery.

This report should not be construed to represent the views of any individual member.

Cordially,

BOB PACKWOOD, *Chairman.*

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INTRODUCTION

The Committee on Commerce, Science, and Transportation is submitting this report on its views and estimates of budgetary matters within its areas of interest pursuant to section 301(c) of the Congressional Budget and Impoundment Control Act of 1974. This report, prepared with the assistance of the Congressional Budget Office, is based on the best information available to the Committee at this time. The vast majority of our Committee's programmatic responsibilities are contained in the following two budget functions:

1. Transportation (Function 400); and
2. General Sciences, Space, and Technology (Function 250).

This report has been broken down by subject within the Committee's jurisdiction. The Committee, however, has not attempted to discuss all of the programs under its jurisdiction. This report focuses upon those programs for which anticipated Committee actions such as reauthorizations, changes in existing authorizations, and new program initiatives, will affect the fiscal year 1985 budget. The Committee recommends current authorized funding levels for the other programs within its jurisdiction, which are not listed in this report. The Committee also recommends for these unlisted programs, outyear funding levels sufficient to continue the level of service currently authorized. The Committee has not attempted to list the programs addressed in this report in order of priority. Each program was or will be initiated to carry out a particular mission or remedy a particular problem and it is therefore impossible to assign it a relative value.

AVIATION

Federal Aviation Administration

Budget figures provided for the Federal Aviation Administration (FAA) reflect the authorizations and penalty clauses enacted in the Airport and Airway Improvement Act of 1982 and the Surface Transportation Assistance Act of 1982. These acts provide funding for the first 5 years of the FAA's 20-year plan to upgrade and modernize the Nation's airports and air traffic control system (National Airspace System Plan). The three programs essential to the completion of this modernization (the airport development program, the facilities and equipment program, and the research and development program) will be funded completely from the Aviation Trust Fund.

The FAA's operating budget will be partially funded from the Trust Fund. The exact amount of trust funds to be used on operations is contingent on the amount of funds actually authorized and appropriated for the airport development program and the facilities and equipment program.

The revenue in the Trust Fund is generated by taxes levied on the users of the aviation system. The members of this Committee stand firmly behind their guarantee to users that the taxes users pay for use of the aviation system shall be put back into the aviation system and that a surplus not be allowed to build up in the Trust Fund.

Full funding for the airport development program would make over $1 billion available to be drawn from the Aviation Trust Fund and spent on the FAA's operating budget in 1985. However, in the event that there is a reduction in the level of the authorization actually appropriated, the Committee fully intends that the Trust Fund revenues made available for the FAA's operating budget be reduced according to section 426 of the Surface Transportation Assistance Act of 1982 and section 506(c)(2) of the Tax Equity and Fiscal Responsibility Act of 1982 (TEFRA). The Committee notes that the penalty clause of section 506 is operative whenever the total appropriated for facilities and equipment is less than the *cumulative* authorization.

The President's budget requests $393 million less than the authorized amount for the critical facilities and equipment account. The Committee has been offered no justification for this reduction and believes the full amount should be made available. If only $1.657 billion is appropriated, the penalty clause of section 506 of TEFRA should be invoked, reducing the contribution of the Trust Fund to FAA operations. Additionally, the Committee can find no justification for the President's plan to draw $1.763 billion from the trust fund for operations even assuming no penalty. There are no provisions in the law which allow previous penalties to be "made up."

The budget figures for the FAA's engineering and development program are consistent with the level provided in the Airport and Airway Improvement Act of 1982. The Committee believes this level is necessary to keep the FAA on its timetable to modernize the Nation's air traffic control system.

National Transportation Safety Board

The Committee provided a 3-year authorization of the National Transportation Safety Board (NTSB). The remaining 2 years of that authorization are at the levels needed to carry out the important investigative and research functions with which the NTSB is charged. The Committee is particularly concerned that the NTSB have sufficient funds to pursue its needed work in the area of human factors.

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Aviation Insurance

The aviation insurance program is projected to have zero effect on expenditures. The aviation insurance program currently shows a surplus.

Civil Aeronautics Board

The figures provided for the operating expenses of the Civil Aeronautics Board (CAB) are authorized at levels which the Committee believes are the minimum necessary for the CAB to operate effectively. The Committee recognizes that, although slated to "sunset" at the beginning of 1985, the CAB continues to perform several essential functions. These functions require well qualified staff. It is not the intent of this Committee to decimate the CAB or destroy its very important remaining functions by underfunding its remaining life. Realizing that several programs will transfer to another agency once the CAB sunsets, the Committee authorized sufficient funds to guarantee that well trained employees transfer with these programs.

The Committee is particularly concerned with attempts to sunset the CAB before January 1, 1985 by not appropriating funds for the remaining period. The CAB and Department of Transportation (DOT) need all time remaining to them to prepare for an orderly transition. The traveling public would not be well served by an irresponsible "early sunset."

BUSINESS, TRADE, AND TOURISM

U.S. Travel and Tourism Administration

The Committee will work to insure that the U.S. Travel and Tourism Administration (USTTA) is able to provide significant support for the travel and tourism industry, as intended by the National Tourism Policy Act, Public Law 97–63.

This law is designed to expand foreign travel to the United States and the economic benefits it provides. Our share of the international tourism market has decreased sharply since 1976, falling from 13 percent to about 10 percent of worldwide expenditures. The USTTA and the position of Under Secretary of Commerce for Travel and Tourism were created in order to reverse this costly trend and to renew the Federal commitment to travel and tourism.

The Committee feels that the USTTA needs both adequate funding and a comprehensive plan for utilizing funds in order to achieve the goals of the National Tourism Policy Act. For this reason, the Committee continues to oppose funding decreases for the USTTA. Legislation will be introduced to at least maintain the current appropriation level of $12 million in fiscal year 1985.

The Committee is pleased that representatives of the tourism industry have undertaken the task of preparing a comprehensive international marketing plan to help the USTTA effectively use its funds. Hearings will be held to examine the recommendations of the marketing plan and to explore ways in which the USTTA can be strengthened.

COMMUNICATIONS

Corporation for Public Broadcasting

The Corporation for Public Broadcasting (CPB) is a private corporation whose establishment was authorized by Federal law. It is responsible for the expenditure of Federal funds appropriated by Congress for the support of public telecommunications.

The Committee's budget recommendation for CPB reflects the Committee's growing understanding that public broadcasting requires a stronger Federal commitment if CPB is to continue to perform its important role for the public. The Committee recommends the CPB be funded at $238 million for fiscal year 1987.

Federal Communications Commission

The Federal Communications Commission (FCC) is responsible for the regulation of international and interstate communications by radio, television, wire, and cable. As such, the FCC is involved in the following areas: domestic common carrier, including rural telecommunications; international common carrier; broadcasting, including political broadcasting; cable television; and nonbroadcast radio services. The Committee is in the process of amending the Communications Act in a manner consistent with the deregulation already undertaken by the Congress in the airline, trucking, and railroad industries.

The domestic common carrier industry, as a result of the divestiture of the Regional Bell Holding Companies from AT&T, is undergoing dramatic changes. The Committee believes that FCC plays a significant role in helping the Congress guarantee that this divestiture does not result in the loss of the country's exceptional universal telephone network.

It is, however, the role of Congress to establish national telecommunications policy. The Committee believes Congress should continue to assert an appropriate policymaking role, and ensure, through vigorous oversight, that the FCC carries out the congressional intent.

The FCC through its actions should guarantee that the restructuring of the telephone industry results in an equitable distribution of costs to all customers. The Committee will see that the FCC does not formulate policy which, contrary to the Committee's goals, would disadvantage rural telephone customers or those telephone customers that are poor and elderly.

Due to the many changes in the communications industry and the FCC's role in these changes, the Committee recommends that the FCC's budget for fiscal year 1985 be set at $92,611,000. This is slightly higher than the level authorized by the Congress in Public Law 98–214. The Committee recognized in the authorizing legislation that additional sums might be necessary for increases resulting from certain adjustments in the FCC's costs. The Committee's recommended budget level reflects this additional requirement.

National Telecommunications and Information Administration

The National Telecommunications and Information Administration (NTIA) has the responsibility for acting as the principal executive branch advisor to the President on communications policies. It is the role of NTIA to formulate policies to support the development, growth and regulation of telecommunications information; to further development and competition in

the telecommunications industry; to prescribe policies and management for the use of the electromagnetic spectrum; and administer the Public Telecommunications Facilities Program, a Federal grant program; and to serve as a research and study center. NTIA has the additional responsibility, in conjunction with the Department of State, the FCC and the Congress, of developing and presenting U.S. international plans and policies and coordinating U.S. Government positions with respect to international telecommunications conferences and meetings.

The Committee believes that NTIA's role is important to all branches of the Federal Government and to the industry. The Committee's budget recommendation for NTIA salaries and expenses is $15 million for fiscal year 1985 and $15.4 million for fiscal year 1986. The Committee also recommends that the Public Telecommunications Facilities Program, the Federal grant program which assists, through matching grants, in the planning and construction of certain telecommunications facilities, be funded at the level of $11 million for fiscal year 1985.

CONSUMER

Introduction

The last decade and a half has seen the enactment of many far-reaching proposals to provide consumers with increased protection in such areas as product safety, poison prevention packaging, warranties, and unfair or deceptive business practices.

In an effort to ensure that these programs are achieving the goals set out for them by the Congress, the Committee will continue its oversight of agencies having responsibility for administering these programs and make appropriate recommendations to ensure their effective operation.

Federal Trade Commission

The Federal Trade Commission (FTC) is empowered to prevent "unfair methods of competition" and "unfair or deceptive acts or practices." The FTC Improvements Act of 1980 required, among other things, that the FTC undertake significant changes in its procedures for conducting investigations and rulemakings. During the 97th Congress, the Committee monitored the agency's compliance with the Improvements Act and undertook a broader review of FTC activities in connection with the agency's reauthorization. However, while legislation to reauthorize the FTC (S. 2499) was reported by the Committee, it was not considered by the full Senate, and authorization for the FTC expired at the end of fiscal year 1982.

During the first session of the 98th Congress, the Committee conducted additional hearings on the FTC, and again reported authorization legislation (S. 1714) on September 1, 1983. This legislation contains compromises in three controversial areas, including the FTC's authority over State-regulated professions, "unfair" advertising, and agricultural cooperatives. The Committee expects the Congress to complete action on this important legislation in the upcoming session.

Consumer Product Safety Commission

In 1972, Congress created the Consumer Product Safety Commission (CPSC) in an attempt to reduce consumer product related injuries and deaths in the United States. Since that time there has been concern that the agency has not been as effective as it could be in carrying out its statutory mandate. The Committee conducted extensive hearings during the 97th Congress and made several changes in the agency's statutory scheme (Public Law 97-35).

During the first session of the 98th Congress, the Committee conducted 4 days of reauthorization hearings on the CPSC. The Committee reported new legislation (S. 861) on April 12, 1983, which passed the Senate on June 16. The Committee expects Congress to complete action on this authorizing legislation during the second session of the 98th Congress. The Committee will continue its oversight of this important consumer protection agency.

MERCHANT MARINE

U.S. Coast Guard

The Coast Guard is the principal maritime safety and law enforcement agency. Over the years, the Coast Guard's role has expanded substantially. It not only absorbed the International Ice Patrol, the old "Lifesaving Service," the Lighthouse Service, and the Bureau of Maritime Inspection, parts of the U.S. Customs Service and the Corps of Engineers, but also received a broad variety of new assignments by virtue of numerous laws passed by Congress in the 1970's. Since 1967, when it was moved from the Treasury Department, the Coast Guard has been part of the DOT.

Multimission is the Coast Guard's byword. Coast Guard duties have long included search and rescue, law enforcement, operation of navigational aids, national defense, and ice breaking. In recent years, Congress has given the Coast Guard many new missions, including protecting the marine environment, inspecting design and safety features of all types of vessels, port and waterway security, including traffic control and monitoring hazardous cargoes, such as toxic chemicals. Between 1970 and 1980, Congress passed more than 30 laws giving new or expanded responsibilities, solely or shared, to the Coast Guard.

Many of the Coast Guard's old missions were expanding at the same time it took on new missions. Ten years ago, drug seizures were only a small part of Coast Guard operations. Today, narcotics enforcement is the Coast Guard's biggest patrol duty. Recognizing the importance of its ocean fisheries, the United States expanded its legal jurisdiction over ocean waters from 12 to 200 miles. As a result, boarding parties leave cutters almost every day to search for illegal catches or equipment.

While the Coast Guard received new missions, and old missions were expanded, its equipment acquisitions lagged behind. For instance, the number of cutters declined by a third in the last decade, and the average age of a cutter is now about 27 years. The Coast Guard is only now receiving the kind of equipment it needs to handle new and expanded missions.

The Committee will authorize acquisition, construction and improvement funding, above the administration's request, in order to continue the Coast Guard's equipment update. The importance of the Coast Guard missions justifies developing and maintaining a first-class service. The Committee places special emphasis on the need to improve search and rescue and law enforcement capability through procurement of improved surveillance equipment like forward-looking radars for C130 aircraft and Aireye's for the Falcon jets.

Coast Guard duties have increased, but its personnel levels have been reduced. To help reverse this trend, the Committee will authorize operating expenses at the level necessary to maintain last year's personnel strength. This level is slightly above the administration's request. Unless last year's manpower levels can be maintained, the Coast Guard will have to cut back on some missions in order to adequately fulfill others.

The Committee believes there is a great need to develop equipment, techniques, and technology that will enable the agency to do more with the resources at its disposal. We therefore favor a higher appropriation than proposed by the administration for research, development, testing, and evaluation. Such a boost in R&D can help the Coast Guard do its job in an increasingly intelligent and efficient manner. The result can be advances in such things as vessel inspection standards, shipboard computer operations,

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techniques and operational methodologies for law enforcement, and search and rescue response through satellite technology.

Finally, the Committee will evaluate Coast Guard icebreaking operations. The agency's five polar icebreakers are the only large icebreakers capable of working in the Arctic and Antarctic regions. Two of the ships are over 40 years old and will have to be decommissioned in the next few years. This year and in subsequent years the Committee will have to evaluate the overall icebreaking needs of the United States in order to determine whether two or more new polar icebreakers should be included in procurement plans. For fiscal year 1985 it will be necessary to reconsider the present practice of funding polar icebreaking operations by allocating costs among the budgets of user agencies like the Maritime Administration (MarAd), NSF, and the Navy. The problem with this practice has become apparent with the submission of this year's budget where one of the five icebreakers is slated for a costly layup because a user agency decided to fund other activities, over which it has direct control. We will be considering the possibility of limiting user chargers to variable costs of agency-specific operations and providing for fixed costs in the Coast Guard budget.

Maritime Administration

The primary objective of MarAd and its programs is to assure a strong U.S. merchant marine by promoting the U.S.-flag merchant marine and private shipbuilding industry in our country in times of peace and to insure the defense readiness of both in the event of war or other national emergency. Grave doubts regarding the effectiveness of our promotional programs in recent years have prompted the Reagan administration to thoroughly reevaluate our maritime policies. As a result of this reevaluation, the administration has not requested funding for the construction differential subsidy program and has not entered into any new operating differential subsidy contracts. The Committee plans to continue to study ways that subsidy programs may be revised or replaced and will actively investigate alternative means of achieving a strong merchant marine by removing disincentives to investment in this vital industry. Funding levels in future years are thus speculative. For fiscal year 1985, the Committee's proposed budget follows the administration's funding requests, except for a $3 million increase for operations and training.

SHIP CONSTRUCTION

In order to maintain a base of efficient shipbuilding and ship repair facilities, the law authorizes the Secretary of Transportation to equalize the cost disparity which exists between U.S. and foreign shipbuilding prices through the payment of a subsidy to U.S. shipyards. To be eligible for construction differential subsidy (CDS), a vessel must be built in an American shipyard, owned by American citizens, manned by an American crew, and operated under the U.S.-flag in the Nation's essential foreign commerce.

OPERATING-DIFFERENTIAL SUBSIDIES (ODS)

The Secretary of Transportation is authorized to pay ODS to U.S. shipping companies in order to achieve cost parity in seamen's wages, vessel insurance, and maintenance and repairs not covered by insurance. ODS is intended to assure that American shippers will have regular and competitive freight rates.

In order to receive ODS, companies must assume rigid, long term contract obligations and operate under strict operating limitations as to trade routes and services. Financial obligations are also involved. Companies must place a part of their earnings in capital reserves for use in vessel replacement. Authorizations will be sufficient to meet the Maritime Administration's existing contractual obligations. MarAd does not intend to enter into

any new ODS contracts, thus money authorized is intended to cover the liquidation of permanent and indefinite contract authority.

RESEARCH AND DEVELOPMENT

This program develops methods, systems, and equipment for the U.S. shipbuilding and ship operating industries to be more productive and to be more competitive with foreign shipbuilders and ship operators. Programs are aimed at development of information and technology that will result in lower shipbuilding costs, operating costs, and Government subsidies for both ship construction and operation. Substantial participation of industry is obtained through cost sharing. The $1.4 million decrease from 1984 is a result of a reduction in emphasis on applied research.

MARAD OPERATING EXPENSES

Included herein are the National Defense Reserve Fleet costs, expenses related to the development and use of waterborne transportation systems, and the costs of general administration. The 1984 funding level reflects a net decrease in operating costs, offset by increases in pay and in other operating costs.

Provision is made for maintaining U.S. merchant ships in the National Defense Reserve Fleet for service as naval and military transport auxiliaries in time of war and national emergency and for emergency preparedness activities.

The remaining provisions are to support the MarAd programs, including those for ship construction, ship operations, and operating-differential subsidies, and research and development. The support program encompasses personnel costs, executive direction, and administrative support.

The primary objective of these support activities is to improve operations and increase the productivity of the U.S. merchant marine in both foreign and domestic trades.

MARITIME EDUCATION AND TRAINING

This activity provides for operating the Merchant Marine Academy at Kings Point, N.Y., in accordance with the Merchant Marine Act, 1936. The objective of the Academy is to instruct and prepare selected personnel for service as officers in the merchant marine.

This activity also implements the Maritime Academy Act of 1958, by providing assistance to States in the operation and maintenance of maritime academies or colleges for the training of merchant marine officers. This assistance involved grants to the State schools, subsistence payments in support of cadets, and furnishing vessels to be used as training ships. Three million dollars have been added to the administration's request for fuel oil assistance to State academy training vessels.

Finally, this activity includes the extension and correspondence courses authorized under section 216(c) of the Merchant Marine Act. MarAd provides classroom training for all eligible applicants at regional training centers. This training includes courses in the use of shipboard collision avoidance radar, gyrocompass operation and maintenance, use of the loran C navigation system, the operation of diesel propulsion systems, and field exercise in shipboard firefighting.

FEDERAL SHIP FINANCING FUND

The Federal ship financing fund is a revolving fund established under title XI of the Merchant Marine Act, 1936, as amended. This program was established to assist in the development of the U.S. merchant marine by guaranteeing construction loans and mortgages on U.S.-flag vessels built in the United States. It enables eligible vessel owners to obtain long-term financing at interest rates comparable to those available to financially strong,

AAA-rated corporations. Title XI includes a statutory limitation on total guaranteed loans outstanding of $12 billion, about $9.5 billion of which is available for merchant vessels. This limitation applies to the guarantee programs of both the MarAd and the National Oceanic and Atmospheric Administration (NOAA). The Committee notes that the explanation accompanying the President's budget states that a provision will be sought in the appropriation bill, placing a limit on the amount of available loan guarantees for fiscal year 1985. This, of course, would be contrary to Public Law 97-276 that requires such limitations to be made only in authorization legislation.

Federal Maritime Commission

Our shipping regulatory policy is embodied in the Shipping Act, 1916, and is administered by the Federal Maritime Commission (FMC). Our regulatory policy is intended to safeguard against agreements and practices in the U.S. liner trades which would be detrimental to the commercial interests of the United States. To that end, all carriers operating in the foreign commerce of the United States, whether U.S.-flag or foreign, whether subsidized or not, whether conference members or independents, must compete openly and fairly with one another. The recently enacted Ocean Shipping Act of 1984 will substantially alter FMC regulation of international liner shipping. It is expected that the administration will amend its budget request once the FMC has had time to evaluate the impact of this legislation on its operations.

The FMC also has regulatory jurisdiction over certain closely related domestic activities such as ocean freight forwarding and terminal operations at U.S. ports, as well as over the domestic offshore commerce of the United States moving by ship between points on the U.S. mainland and any other possessions, States, or territories of the United States.

NATIONAL OCEAN POLICY STUDY

NATIONAL OCEANIC AND ATMOSPHERIC ADMINISTRATION

The oceans and coastal areas which surround our Nation are the focus of increasing demands as sources of food, energy, and mineral resources. They are also looked to as sites for industrial and residential growth, recreation, transportation, and waste disposal.

Because these demands and objectives often are in conflict, management of activities in oceanic and coastal areas can be particularly difficult. For instance, we want the development of currently underutilized sources of protein, energy, and minerals to continue; but at the same time we must conserve and protect the delicate natural balances which exist in these areas. Our goal should be to encourage development of new management information and techniques so as to safeguard the environment while successfully tapping these resources.

Over the years, history and science have taught us how important the atmosphere can be to the activities of human beings. Floods, tornadoes, hurricanes, and other severe weather events disturb the lives of thousands of our citizens every year. Weather patterns confound our fishermen and farmers, and we have learned how our modern societies have introduced pollutants into the atmosphere which have negative physical, social, and economic consequences. The NOAA's atmospheric research can bring us a greater understanding of weather, climate, and other aspects of our atmosphere and its weather services can enable us to make preparations for avoiding harmful consequences.

The review of the proposed NOAA budget and the Committee's recommendations have been made with an eye toward advancing scientific understanding and techniques for sound management of human activities.

FISHERIES AND LIVING MARINE RESOURCES

The Committee's report to the Budget Committee for fiscal years 1983 and 1984 stressed that funding for the National Marine Fisheries Service (NMFS) has not kept pace with the agency's increased responsibilities. Once again, the Committee is unable to accept the sharp cuts in fisheries resource programs proposed by the administration.

The fiscal year 1985 budget request by the administration calls for a 40 percent reduction in funding for fisheries research, management, conservation, and development programs. This cut would be spread over three budget subactivities which are discussed below.

The Committee believes that a more aggressive stance should be taken in regard to fishery management, conservation, and development, and therefore proposes to restore most of the cuts proposed in the administration's 1985 budget.

Information collection and analysis

This subactivity produces the research information needed for fishery management, fishery development, and marine mammal and habitat conservation decisions. The program collects, analyzes, and disseminates information on the status of fish stocks, marine mammals, and endangered species, as well as the status of subsistence, commercial, and recreational fisheries. In addition, this subactivity provides a sound scientific basis for predicting change in the habitat of living marine resources from natural and human induced causes.

This data is used by the regional fishery management councils, international fishery commissions and State agencies as a basis for establishing conservation and management measures. It is used by public and private decisionmakers to guide the development of the Nation's fishery resources. Other Federal agencies also use the information to assess the effects of proposed developments upon fish populations of commercial and recreational value.

The Committee recommends maintenance of these programs at existing levels of activity.

Conservation and management operations

NOAA's fishery and wildlife conservation and management responsibility results from a variety of congressional actions. The agency's management authority is spelled out under the Magnuson Fishery Conservation and Management Act, the Fish and Wildlife Act of 1956, the Marine Mammal Protection Act, the Endangered Species Act, the Fur Seal Act, and the Mitchell Act.

The agency is required to provide biologically sound management of the Nation's fisheries in the Fishery Conservation Zone (FCZ) which extends from 3 to 200 miles offshore. This includes regulation of both domestic and foreign fishermen. NOAA also participates in the management of those species which are under international treaty jurisdiction.

NOAA has extensive authority over the protection of the Nation's marine mammal populations, as well as the responsibility to represent the United States before the International Whaling Commission.

Under the Mitchell Act, the agency is required to assist with the restoration of salmon populations in the Northwest. This is done through the operation of hatcheries and other mechanisms for enhancing salmon stocks. The administration proposes to transfer the costs of hatchery operations and maintenance to the Bonneville Power Administration so that costs can be included in the electric rates. The Committee opposes this proposed change. For over 40 years the Federal Government has recognized its responsibilities in mitigating the effects of hydroelectric development on fishery resources in the Columbia River. To date, no reasonable explanation has been given of why this is no longer a Federal responsibility.

NOAA's fishery habitat work is aimed at avoiding potentially negative impacts of manmade changes in the marine fishery environment. This work further helps to conserve the Nation's valuable fishery stocks.

NOAA is responsible for enforcing a variety of fish and wildlife laws under its jurisdiction. This enforcement work is the key to insuring that the conservation and management measures are honored by fishermen and others subject to regulation.

Due to the critical nature of NOAA's activities under the conservation and management subactivity, the Committee supports continuation of these programs without expansion.

State and industry programs

Under this subactivity, NOAA is required to provide financial and technical assistance to the domestic fishing industry. This assistance, in the form of grants, loans, and loan guarantees, is aimed at increasing domestic utilization of the resources of the FCZ. It is also intended to assist the U.S. industry with expansion of fishery exports.

Another function of NOAA under this subactivity is the agency's work in the area of product safety and quality. Through research and its voluntary inspection program, NOAA is working to improve the quality of U.S. produced seafoods. Such improvements will aid in the marketing of U.S. fishery products both domestically and abroad.

The administration has requested as part of the 1985 budget that $38,600,000 be transferred from the Saltonstall-Kennedy Fund to the NOAA operations, research and facilities account (O.R. & F.). Such transfers were

specifically prohibited by Public Law 97-424 and the Committee will insist on proper implementation of that law.

It is the Committee's view that the activities of NOAA under the State and industry programs subactivity are essential if rapid development of the U.S. fisheries is to continue. With this goal in mind, as well as reduction of our $3 billion deficit in fisheries trade, the Committee is not recommending reductions in funding for this subactivity.

FISHERY FUNDS

Fishing vessel and gear damage compensation fund

This fund provides compensation to fishing vessel owners whose vessels or gear is damaged as a result of foreign fishing operations in the FCZ. The fund is primarily derived from a surcharge placed on foreign fishing permit fees. Because carryover funds appear adequate for the likely level of claims, the Committee concurs with the administration's request for no appropriations for this fund in fiscal year 1985.

Fishermen's contingency fund

This fund is designed to compensate fishermen for damage or loss of fishing gear, and any resulting economic loss, due to oil and gas exploration, development, and production. The fund is financed by assessments on the oil and gas industry. The Committee concurs with the administration's request for $250,000 for fiscal year 1985.

Foreign fishing observer fund

This fund is used to finance the salaries, administrative costs, and data management costs associated with the placement of observers aboard vessels fishing in waters subject to U.S. jurisdiction. The fund consists of fees paid by foreign fishing vessels. Since taxes on U.S. nationals are not used to finance the program, the Committee believes that appropriations to operate this program should not be necessary. The Committee will endeavor to make the necessary legislative changes to eliminate the need for appropriations for this program.

For a number of years, the Committee has expressed its support for 100 percent observer coverage of foreign fishing vessels in the FCZ. Changes were made to the Magnuson Fishery Conservation and Management Act during the 97th Congress which will enable 100 percent coverage to become a reality. This change in the law permits any appropriations shortfalls to be supplemented by direct contracts between foreign vessels and American fishery observers. We are already seeing the implementation of this system of direct contracting, and as a result, appropriations this year can be reduced by $7.4 million.

The Committee concurs with the administration's request for this fund in fiscal year 1985.

Federal ship financing fund, fishing vessels

This program provides Federal loan guarantees to help finance the construction of fishing vessels and shoreside fisheries support facilities. The program is self-supporting, using fees charged to participants in the program. The administration has proposed that no additional loan guarantees be available for the fisheries portion of the program.

The Committee wishes to reiterate the position Congress made clear in Public Law 97-424. That law provides that no ceilings may be placed on loan authority for this program unless they are imposed by Congress in authorization legislation.

The future development of the domestic fishing and processing industries will rely heavily on the availability of capital for expansion of plant and equipment. This program is critical to that availability, and the Committee does not want to see the program terminated just when the industry

is beginning to take the steps necessary to reduce our $3 billion annual trade deficit in fishery products.

Fishermen's guaranty fund

The program provides direct compensation to American vessel owners and crews for financial losses resulting from seizures of their vessels by foreign governments on the basis of rights or claims to marine jurisdiction not recognized by the U.S. Government. The Committee supports the administration's request.

Fisheries loan fund

The fisheries loan fund consists of the fees paid by foreign nations for the right to fish in the FCZ. The purpose of the fund is to make low-interest loans to U.S. fishermen who have been adversely affected by economic downturns in certain fisheries. Due to a low level of appropriations and loan commitments under the program, the fund will have an estimated $86 million by the end of fiscal year 1985.

The administration's fiscal year 1985 budget calls for all moneys in the fund to be used as budget offsets for NOAA and the Coast Guard. The Committee disagrees with this approach since it feels that the moneys should be used in support of the U.S. fishing industry, as originally intended. The Committee recommends, therefore, that the fund continue to exist and that foreign fishing fees continue to be deposited in the fund. Congress will explore possible alternative uses for moneys in the fisheries loan fund.

ATMOSPHERIC PROGRAMS

Public warning and forecast

These National Weather Service programs provide regular weather forecasts and special forecasts prepared for the aviation, agriculture, marine and forestry communities, as well as hurricane, tornado and flood warnings.

The Committee supports continuation of all forecast programs without reduction because of their critical importance in protecting the public and promoting commerce. The Committee also notes that the reductions proposed by the administration have been rejected by Congress in previous appropriations bills.

Atmospheric and hydrological research

This subactivity includes research and development activities associated with atmospheric and hydrological processes. These programs include air quality research, climate study, and other projects to improve understanding and predictability of weather conditions.

The administration has proposed elimination of the weather modification grants program and reduction of solar-terrestrial and global atmospheric research. The Committee will consider limited reductions, but basically supports the continuation of all programs.

SATELLITE AND ENVIRONMENTAL DATA AND INFORMATION SERVICES

Satellite services

This subactivity includes the operation of NOAA's land remote sensing satellite (Landsat), geostationary satellite, and polar orbiting satellite systems.

The Landsat system scans the Earth's surface and generates data useful for agricultural monitoring, hydrological and mineral exploration, and land use planning. (The Committee will be considering Landsat commercialization legislation later this year.) Geostationary satellites gather environmental data from stationary positions over the Western hemisphere. They are supplemented for forecasting purposes by the polar orbiting satellites. These satellites orbit the poles gathering global weather data for areas in and around the United States that the geostationary satellites do not cover. The Committee sup-

ports the administration's proposed increases in funding for these programs, which do not constitute enhancements but simply continue existing activities.

Satellite systems

Satellite system development includes satellite spacecraft procurement, launches, and associated ground systems.

The Committee supports increased funding for the development of the next generation of geostationary satellites, and additional funding to maintain a two-polar orbiting satellite system. The Congress has clearly identified the importance of having two-polar orbiting weather satellites monitoring severe weather in the Pacific and providing advance warning on weather fronts as they approach the U.S. continent from the Pacific Ocean. These increases are actually better characterized as base funding because the existing systems are being continued with only minor additions.

Data and information services

Data and information services are products and services derived and made available from atmospheric, marine, and solar-terrestrial programs.

The Committee will consider limited reductions in these services.

OCEAN AND COASTAL PROGRAMS

Ocean and coastal programs include research, development, education, and conservation of ocean and coastal resources in a variety of areas: Nonliving marine resources, ocean research and service, sea grant, coastal zone management, and mapping, charting and geodesy programs.

Nonliving marine resources program

This program entails the development and commercialization of deep seabed hard mineral resources and ocean thermal energy conversion (OTEC) technology, and the acquisition of technical information for evaluating the mining potential of polymetallic sulfide deposits. The administration's requested reductions for the deep seabed mining and OTEC programs were granted for fiscal year 1984. The Committee does not agree, however, that the programs should be eliminated from the fiscal year 1985 budget. Because polymetallic sulfide materials are a new resource of which little is known, the Committee believes that it is in the national interest to provide baseline information to industry for the development of this resource. Moreover, the Committee believes that the prospect of Federal leasing efforts for polymetallic sulfide deposits necessitate the immediate acquisition of this baseline data, particularly data concerning the environmental consequences of such undersea mining. The Committee will also examine the Deep Seabed Hard Mineral Resources Act authorization in light of the President's recent Exclusive Economic Zone proclamation and consider possible amendments to that act.

The Committee disagrees with the administration's request and suggests renewed funding for these activities.

Mapping, charting and geodesy

These programs provide accurate aeronautical and nautical charts and bathymetric/topographic maps for coastal and offshore regions. These services provide for the safety and efficiency of commercial, private, and military aviation, marine transportation, fishing, offshore and seafloor development, and aid in environmental and earthquake research and emergency planning.

The Committee will examine separately the administration's user fee legislation which is intended to recover all costs of the nautical and aeronautical charts not associated with the acquisition of data. This approach is far preferable to user fee proposals suggested previously. Until such fees are

authorized by law, the Committee believes that full authorization of appropriations is necessary.

Coastal zone management

This program protects the Nation's coastal resources by overseeing Federally approved State and territorial coastal management programs, assisting coastal States and territories in implementing management programs, encouraging self-sufficiency, and designating and maintaining estuarine and marine sanctuaries.

The Committee disagrees with the administration's proposal to eliminate all funding for State grants and supports renewed funding to maintain the operations of State programs. In addition, the Committee would like to preserve funding for acquiring new estuarine sanctuaries.

Sea grant

The National Sea Grant College and Program Act of 1976 was enacted to establish applied marine research, education, and advisory programs that relay practical information and assistance to governmental, industrial, and private marine resource users. Patterned after the Land Grant College program, grants are made on a matching basis, with the sea grant office providing a portion of the funds for these programs and States and private groups contributing the rest.

The Committee feels that the Sea Grant program has justified continued support by its successful and cost effective operation. Its marine advisory services, marine education, and applied research programs are beneficial to small businesses, especially the fishing industry. The Committee for the fourth consecutive year disagrees with the administration's request eliminating this program and proposes that funding of the Sea Grant program continue without reduction.

Ocean research and services

These programs involve research in ocean dynamics and air/sea interaction to predict global climate; undersea research on marine resources development, pollution, and management in underwater facilities; and ocean and Great Lakes assessment research to better understand ocean, estuarine, and freshwater processes, and the impact of hazardous and other waste materials on these environments. Services include the coordination of interagency research in ocean dumping and marine pollution, the provision of tidal data for determining marine boundaries, and the prediction of tides, currents, and other marine variables, and the coordination and development of policy on Outer Continental Shelf (OCS) oil and gas exploration and development.

The administration proposes reductions in these programs that include the closing of the Great Lakes Environmental Research Laboratory, terminating the Undersea Research program, elimination of pollution research in the New York Bight, Hudson-Raritan estuary and Puget Sound, and elimination of the Chesapeake Bay Studies program.

The Committee finds these proposed eliminations and other cuts unacceptable.

PROGRAM SUPPORT

Executive direction and administration

Executive direction and administration provides technical leadership and management of NOAA, the development of NOAA policies, standards and procedures, retirement pay and payment to survivors of NOAA commissioned officers, and the operation of the National Advisory Committee on the Oceans and Atmosphere (NACOA).

The Committee opposes the administration's proposed cuts in executive direction and administration (EXAD). In 1981, the Commerce Department

imposed a 25 percent reduction on NOAA headquarters personnel. Later, a substantial number of positions were transferred from NOAA to staff the Department's new Administrative Service Centers. For fiscal year 1984 Congress agreed to a $6 million reduction in EXAD. Further administrative resources have been diverted to the A-76 effort to contract out a number of functions throughout the agency. Other cutbacks have occurred through internal absorptions ordered by the Office of Management and Budget.

As a result of this series of cuts, the Committee is concerned that the agency's support structure is being weakened to the point where important programs are being hampered. For this reason, the Committee rejects the proposal to further reduce EXAD.

NACOA, established by an act of 1977, reviews the Nation's marine and atmospheric policies and programs, reports to the President and Congress annually and by special reports, and advises the Secretary of Commerce on the purposes of NOAA. The Committee believes NACOA provides useful advice to Congress and therefore does not support its elimination.

Marine and aircraft services

Marine services provide ship operations, support and maintenance of NOAA's marine research. Aircraft services provide operations and maintenance for NOAA's atmospheric research.

The Committee opposes the broad reductions suggested by the administration, including the proposed layup of eight fishery research vessels, the *Ferrel,* and the *Surveyor* and erosion of research days at sea.

OUTER CONTINENTAL SHELF REVENUE SHARING

The Committee reported legislation in the first session of the 98th Congress that will provide to coastal States a small percentage of revenues generated from OCS oil and gas leasing activities. Several proposals were considered in hearings before the Committee in the 97th Congress. These hearings brought attention to the administration's aggressive 5-year leasing schedule, and the long term consequences of such nonrenewable resources development.

The intent of this legislation is not only to provide coastal States with adequate coastal management and development, but to encourage coastal economies to prepare for a future when the nonrenewable OCS resources are no longer available. Innovative technologies and expansion of existing employment opportunities must be pursued. The expansion and diversification of the coastal States' economic base are essential to offset losses which will result as these resources diminish.

SCIENCE, TECHNOLOGY, AND SPACE

National Aeronautics and Space Administration

SPACE ACTIVITIES

The National Aeronautics and Space Administration (NASA) was established to implement the policies and purposes of the National Aeronautics and Space Act of 1958 (Public Law 85–568). Objectives set forth in the act include:

The expansion of human knowledge of phenomena in the atmosphere and space;

The development and operation of vehicles capable of carrying instruments, equipment, supplies, and living organisms through space;

The preservation of the role of the United States as a leader in aeronautical and space science and technology and in the application thereof to the conduct of peaceful activities within and outside the atmosphere;

The most effective utilization of the scientific and engineering resources of the United States, with close cooperation among all interested agencies of the United States in order to avoid unnecessary duplications of effort, facilities, and equipment.

Subfunctions 253, 254, and 255 encompass interdependent activities in space science, space applications, space transportation systems, space technology and supporting functions which are designed to achieve these objectives.

The United States, in the 26 years since the adoption of the Space Act, has established a capability to develop and operate space systems; demonstrated the utility of space to weather forecasting, communications, remote sensing, and other national needs; advanced significantly our knowledge of the solar system; developed a new medium for international cooperation; made significant contributions to the national research and technology base; and increased our industrial base resulting in a substantial return on our investment.

Space applications initiatives in weather forecasting and communications have resulted in operational systems that are an accepted and essential part of our daily activities. Earth resources monitoring has been transferred to an operational status. It is also clear that climate research, energy generation, manufacturing in zero gravity, advanced communications technologies, and other areas of research and application may offer equally vital contributions to the future national welfare. NASA projects are technically complex and, in addition to their direct contribution to science and other national needs, continually force advancement of the state-of-the-art, thereby enhancing our national technology base in materials, electronics, computer technology and other areas. The advancement of these technologies is clearly critical to our national defense needs and our economic security.

Unlike our preeminent position in space 12 years ago, countries in Europe and Japan are beginning to play a very active and aggressive role in the exploration and utilization of the space environment and the U.S.S.R. continues to advance its presence in the space environment.

The Committee's recommendation for fiscal year 1985 is based upon ensuring that our national security needs are met and maintaining essential technical capability to support our economic stability and national security needs and our leadership posture. The Committee is generally in agreement

with the administration's budget for space activities in NASA. Increases for space science and applications and for planetary exploration are generally in accord with the Committee's position in recent authorizations. Committee recommendations for fiscal year 1985 are $7 billion in budget authority ($6.8 billion in outlays).

The Committee's fiscal year 1985 recommendation for space activities is $175 million above the administration's request. The Committee continues to believe that Space Shuttle reliability and dependability are of the highest priority. To meet these priorities, the Committee has recommended additional funding in fiscal year 1985 to maintain the option for a fifth orbiter. Failure to maintain this option could add unnecessary costs to a later decision to procure a fifth orbiter.

Lengthening the on-orbit time of an orbiter could enable the orbiter to serve as a test-base for future space station systems and would permit more meaningful scientific experimentation aboard the orbiter. The Committee's recommendation includes additional funding for an extended duration orbiter.

To meet the challenge of foreign competition in communications technologies, the Committee feels that NASA should perform long term, high risk R&D. Part of the increase for fiscal year 1985 is to support NASA's role in advancing these types of communications technologies, through the Advanced Communications Technology Satellite flight test program.

The Committee feels that basic research and analysis performed in the universities and national laboratories is essential to maintaining high-quality space science and space applications programs within NASA. For this reason, part of the Committee's fiscal year 1985 increase is to support basic research and analysis in NASA's space science and applications programs.

An increase in budget authority in the out years is included for the orbital maneuvering vehicle (OMV). The OMV is important to realizing the full capabilities of the Space Shuttle and a future space station.

Other high priority, new start programs for which the Committee has included outyear funding are the Solar Optical Telescope, the Advanced X-ray Astrophysics Facility, the Shuttle Infrared Telescope Facility, and the Topography Experiment for Ocean Circulation.

AIR TRANSPORTATION

NASA provides basic research in all the scientific and engineering disciplines generic to aeronautics, plus aeronautical systems technology development and demonstration essential to the achievement and retention of world leadership in military and commercial aviation. The Committee is recommending $702.1 million in budget authority for NASA's fiscal year 1985 aeronautics program, encompassing research and technology, construction of facilities, and research and program management.

The Committee's recommendation includes $15 million above the administration's request for acceleration of the advanced turboprop propulsion system. This development may hold the key to our Nations ability to gain a decisive technological advantage over foreign competition in a $50 billion world market commencing in 1990 for commercial transports to replace the existing fleets of Boeing and Douglas medium-size medium-range transports.

National Science Foundation

The National Science Foundation (NSF) has the primary responsibility for the support of nonbiomedical basic research in the physical and biological sciences, mathematics and engineering. In addition, the NSF has a role in scientific and technical education. The NSF accomplishes its mission primarily through investigator initiated grants and contracts to research institutions throughout the United States.

The Committee supports the funding levels proposed for fiscal year 1985 and welcomes this strengthening of the basic research and training effort of the NSF.

National Bureau of Standards

The objectives of the National Bureau of Standards (NBS) are to advance the scientific and technological base of the United States, to assist in the improvement of the Nation's innovation and productivity, and to facilitate transfer of technology for the public good. In order to accomplish these objectives, the NBS undertakes basic research and development in a variety of areas including physical and chemical measurements, engineering, and computer sciences. In addition, the NBS provides services to facilitate the use of materials and the application of technology to the industrial sector.

The Committee will examine closely the proposed changes in the budget for the NBS for fiscal year 1985. The Committee supports a continued effort in the Center for Fire Research. The Center undertakes fundamental and applied fire research and, through its extramural grants program, supports research at universities and research institutions. In light of the importance of this work to the overall understanding of the phenomenon of fire, the Committee supports funding at the level of fiscal year 1984.

The Committee will also examine closely the administration's proposal to eliminate the Center for Building Technology (CBT). The CBT provides the technical bases for building standards, codes and specifications, and conducts analytical, laboratory and field research in engineering and the physical sciences related to building construction. The Committee is not persuaded that the research performed by the CBT is more appropriately the responsibility of the private sector and will recommend funding at the fiscal year 1984 level.

Additionally, the Committee will examine proposed changes in the funding levels for the Institute for Computer Sciences and Technology (ICST). The ICST is mandated to develop and recommend uniform processing standards as well as perform research in computer science and technology. ICST's contributions in international ADP standards have far-reaching implications for the computer industry as a whole. The Committee will recommend funding for ICST at the fiscal year 1984 level.

Earthquake Hazards Reduction Act

Each year more than 1,000 earthquakes are detected in the United States. Although most of these are very small causing only slight damage in the immediate vicinity of the epicenter, the potential for catastrophic effects is even greater than those of the 1906 San Francisco earthquake. Measures to reduce the hazards of earthquakes can be developed including earthquake prediction, improved construction methods, and public education. A coordinated national program in earthquake hazards reduction would substantially reduce the risks to human life and property.

The Earthquake Hazards Reduction Act of 1977 provides for the development of measures to reduce risks from future damaging earthquakes. The act provides authorization for activities in the USGS, the NSF, the FEMA, and the NBS. The national earthquake program, combining research and implementation, is being reviewed by the Committee this year, with special attention to the organization of Federal activities and the long range plans of the Federal agencies to assure an effective coordinated Federal program.

For fiscal year 1985, the Committee agrees with the administration's request for FEMA, but will recommend funding for NSF and USGS at approximately fiscal year 1984 levels plus an adjustment for inflation.

The Committee does not support the administration's request to abolish NBS earthquake activities (fiscal year 1984 appropriation of $475,000) by eliminating the Center for Building Technology (CBT). The Committee in-

tends to propose the continuation of the CBT and the continuation of NBS earthquake activities through Committee authorization of NBS.

Fire Prevention and Control

The Federal role in the prevention and control of fires, both residential and commercial, has remained an issue of great importance since the issuance of the report of the National Commission on Fire Prevention and Control, "America Burning," in 1973. The Federal Fire Prevention and Control Act of 1974 was designed to assist States, localities and firefighters in improving both the control and the prevention of fires. This act created both the U.S. Fire Administration (USFA) and the National Fire Academy. These two entities are now under the aegis of the FEMA. Both the Fire Academy and the USFA are recommended for funding at the levels proposed for fiscal year 1985.

The Committee has some concerns with regard to the changing relationship of the USFA and the Fire Academy to FEMA subsequent to the recent reorganization of these fire prevention and control activities. Issues to be explored include the overall mission of the USFA, data collection and reporting, arson control activities, and public education programs on fire prevention and control.

Office of Science and Technology Policy

The Office of Science and Technology Policy was created by the National Science and Technology Policy, Organization, and Priorities Act of 1976 (Public Law 94-282), and is headed by a Director. The Director also serves as Science and Technology Advisor to the President. In addition, the Director serves as: Chairman of the Federal Coordinating Council for Science, Engineering and Technology, which is responsible for coordinating the science and technology activities of the Federal agencies; and Chairman of the Intergovernmental Science, Engineering, and Technology Advisory Panel, which assists in identifying problems and needs at the State and local level that science and technology can help address.

The budget authority and outlay totals for fiscal year 1985 are those proposed by the administration.

Office of Technology Assessment

The Office of Technology Assessment was founded in 1974 as a bipartisan agency to help Congress deal with critical technical issues which require detailed and objective technical analysis. About 90 major assessments have been made in response to congressional requests in the fields of health, energy, telecommunications, transportation, materials, international trade and security, and agricultural and industrial processes.

The budget figures for fiscal year 1985 are those included in the President's January budget.

MANUFACTURING SCIENCE AND TECHNOLOGY ENHANCEMENT

The Committee anticipates reporting a bill to provide for a joint industry/university/Federal Government research program leading to the development of modern manufacturing technologies and to a substantially enlarged pool of trained managers, engineers and technicians to develop and implement these technologies in U.S. industries.

The bill would authorize $20 million for fiscal year 1984; $47 million for fiscal year 1985; and $57 million for fiscal years 1986, 1987 and 1988 respectively.

SURFACE TRANSPORTATION

Federal Highway Administration

BUREAU OF MOTOR CARRIER SAFETY

The Bureau of Motor Carrier Safety (BMCS) within DOT's Federal Highway Administration (FHWA) is responsible for the administration of the Federal motor carrier safety regulations governing trucks and buses traveling in interstate commerce or transporting hazardous materials. The small number of Federal inspectors allocated to BMCS and other resource limitations have constrained BMCS's enforcement of these regulations. The Surface Transportation Assistance Act of 1982 (Public Law 97-424) authorized a total of $150 million over fiscal years 1984 through 1988 to enable DOT to provide grants to States for enforcement of Federal and compatible State motor carrier safety and hazardous materials regulations. Under this program, DOT has awarded implementation and development grants to 40 States in fiscal 1984. The Committee believes the continued implementation of the grant program is extremely important as this program will enable States to supplement the current Federal safety enforcement efforts. The Committee intends to closely monitor BMCS's safety enforcement activities, as well as those of States receiving the Federal grants during fiscal year 1984, and believes the budget level of $16 million recommended by the President for the grant program is adequate to ensure and promote continued State participation in the program. However, given the importance of this program, the Committee is prepared to review this budget level at a later time in an effort to secure funding for the grant program for the full amount authorized under Public Law 97-424—that is, $20 million—should additional funding become necessary due to increased State participation.

The Committee wishes to note the increased budget request of $1.162 million for BMCS's contract research program. Testimony presented at Commerce Committee hearings during the 98th Congress on motor carrier safety identified a number of important motor carrier safety issues. These include: Overall driver performance, driver training, employee safety and health, and the integrity of vehicles and vehicle components. The Committee supports the contract research program envisioned by BMCS under the budget request as it will provide for examination of these and other issues of critical importance in improving motor carrier safety.

During the second session of the 98th Congress, the Committee intends to continue its examination of the effectiveness of existing statutes and regulations governing motor carrier safety. The Committee believes that the budget levels recommended will be sufficient to implement any programs authorized under motor carrier safety legislation under Committee consideration.

National Highway Traffic Safety Administration

DRUNK DRIVING

At least 50 percent of all highway deaths in the United States are related to drunk driving. Over the past 10 years, 250,000 Americans have died in alcohol-related crashes and millions have been injured. According to the Presidential Commission on Drunk Driving, the annual economic costs of drunk driving range from $21 to $24 billion.

Legislation to address the drunk driving problem was enacted in 1982 (Public Law 97-364). This legislation established a 3-year program under which States enacting comprehensive drunk driving laws would be provided incentive grants for the enforcement of these laws. DOT's National Highway Traffic Safety Administration (NHTSA) issued final regulations implementing this incentive grant program in 1983 and has awarded the first grants to States. Public Law 97-364 authorizes a total appropriation of $125 million over fiscal years 1983 through 1985 to carry out this incentive grant program.

Public Law 97-364 also updates the current National Driver Register (NDR) to an electronic system that will expedite and improve the exchange of driver record information among States. This legislation authorizes appropriations for the NDR over fiscal years 1983 through 1985. The Committee strongly believes that the funds authorized in Public Law 97-364 should be appropriated to encourage State efforts in fighting this critical problem, thereby reducing the loss of life and serious injury caused by drunk driving. The Committee will be closely monitoring NHTSA's continued implementation of Public Law 97-364 and will continue to explore additional means of combating the drunk driving problem.

GENERAL HIGHWAY SAFETY

Important strides have been made in recent years toward improvement of highway safety, with recent reductions in highway accidents, increased Federal, State, and local efforts to combat drunk driving and other major safety problems, and the General Services Administration purchase of air-bag equipped cars for the U.S. Government fleet. Nevertheless, there have also been significant setbacks in other respects. For example, during 1981-82, NHTSA rescinded and weakened motor vehicle safety standards, terminated rulemakings, and delayed taking action on rulemakings. The NHTSA within DOT is responsible for motor vehicle safety on our Nation's highways. In 1982, Congress authorized funding for a variety of NHTSA safety programs over fiscal years 1983, 1984, and 1985 (Public Law 97-331). NHTSA is responsible for establishing motor vehicle safety standards, undertaking and supporting safety research and development, and ordering recalls or remedies of automotive defects or failure to comply with safety standards. The Committee believes the requested budget levels are adequate to allow NHTSA to fulfill its statutory mandate to promote highway safety, The Committee intends, however, to closely monitor NHTSA's highway safety activities to ensure that the agency is indeed fulfilling that mission.

Research and Special Programs Administration

MATERIALS TRANSPORTATION BUREAU

The Materials Transportation Bureau (MTB) of the Research and Special Programs Administration (RSPA) within the DOT is responsible for the regulation of hazardous materials transportation. The purpose of the MTB is to enforce these Federal hazardous materials transportation regulations and work with State and local officials with regard to emergency response to hazardous materials transportation incidents, training, and enforcement. The Committee intends to examine the effectiveness of the existing statutes regulating the transportation of hazardous materials.

The Committee continues to be interested in a strong Federal hazardous materials transportation program and believes the budget levels recommended by the President are not sufficient to satisfy that goal. The Committee therefore recommends an increase of not less than 5 percent in the budget levels requested for the programs which implement the provisions of the Hazardous Materials Transportation Act of 1974. The Committee does not intend to assign these added funds to specific programs. Rather, the Committee believes it is important to ensure that MTB has adequate re-

sources for existing enforcement and regulatory duties and any additional responsibilities in areas such as information and emergency response that would arise with enactment of new hazardous materials transportation legislation.

With respect to the pipeline safety program, the Committee notes the importance of the State grant-in-aid program. Accordingly, it has increased the President's budget request by $400,000 to ensure adequate funding commensurate with the interest of the States and the continuing need for improved pipeline safety enforcement.

TRANSPORTATION SYSTEMS CENTER

The Committee is concerned about DOT's proposal to defederalize RSPA's Transportation Systems Center, given the Center's important research function within the DOT. The Committee will seek to ensure that DOT carefully evaluates all costs and benefits associated with such a defederalization.

FEDERAL RAILROAD ADMINISTRATION

RAIL SERVICE ASSISTANCE

This category provides funding for staff and related expenses necessary to administer Federal assistance programs and certain other programs. It also provides funding for rental, maintenance, operation, and security services related to Washington Union station. Further, it provides funding for the Local Rail Service Assistance (LRSA) program, which is a formula grant assistance program to help States with rail planning and with the purchase and rehabilitation of low-volume branchlines.

The President's budget does not include funding under this category for fiscal year 1985 for LRSA. The Committee disagrees with the President's budget in so far as it does not propose funding for LRSA.

With respect to funding, the Committee notes that over the last 4 years appropriations for the program have ranged from $15 to $40 million. The Committee recommends that funding for the program be set at $32 million for fiscal year 1985. Approximately $20 million of this sum could be derived from existing appropriations earmarked for the East St. Louis Railway terminal project under the railroad redeemable preference share program. The Committee recently has been advised that there will not be an application for these earmarked funds.

RAILROAD SAFETY

This category provides funding for railroad safety activities. The Federal Railroad Administration (FRA) is responsible for issuing new or revised standards, procedures, and regulations in order to improve the safety of railroad operations and the working environment. It is also responsible for enforcing Federal safety laws and regulations. FRA's enforcement efforts are supplemented by those of the States participating in the grants-in-aid program, which is a program to assist the States in paying the salaries and expenses of State safety inspectors charged with enforcing Federal laws and regulations.

The President's budget does not include funding under this category for fiscal year 1985 for the grants-in-aid program. The Committee disagrees with the President's budget to the extent that it does not provide such funding.

The Committee will be holding a hearing this year on railroad safety. Among other things, the Committee will consider the grants-in-aid program. However, at this point the Committee has no reason to believe that it will make a different determination than it did in 1982, when it decided that the program represented a sound investment in the Federal safety effort. Ac-

cordingly, the Committee recommends that funding for the program be set at $3.1 million for fiscal year 1985.

NORTHEAST CORRIDOR IMPROVEMENT PROJECT

This category provides funding for Northeast Corridor Improvement Project (NECIP) which was established in 1976. The purpose of this project is to upgrade rail passenger service between Washington, D.C. and Boston, Mass. It includes track improvements, signal system installation and rehabilitation, as well as station and service facility improvements. The FRA has managed NECIP since the project was established. However, all authority and responsibility for managing NECIP will be transferred to Amtrak on October 1, 1985.

The President's budget does not include funding for fiscal year 1985 for NECIP. It provides that no additional funding is required, because any further work on NECIP will be the responsibility of Amtrak.

The Committee would like to use this opportunity to note that it is the Committee's understanding that Amtrak now is in the process of determining what additional work needs to be done on NECIP over the next 4 years. Amtrak's determination will be made available in the near future. Further, the Committee notes that additional funding for NECIP was authorized by the Rail Safety and Service Improvement Act of 1982, and thus remains interested in ensuring that adequate funds are appropriated to ensure completion of the project as Congress intended.

NATIONAL RAILROAD PASSENGER CORPORATION

This category provides funding to cover the National Railroad Passenger Corporation's (Amtrak) operating and capital expenses. Amtrak is the federally subsidized railroad carrier that provides intercity passenger service throughout the United States.

The President's budget provides $680 million for Amtrak for fiscal year 1985. Amtrak's own budget provides $724 million for the same period. Both of the budgets include the same funding levels for Amtrak's operating and labor protection costs. Where the two budgets differ is on necessary new funding to cover capital costs. While both budgets specify that Amtrak's capital needs are $121 million, the President's budget reflects that this amount can be reduced by $44 million, because of certain funds carried over from previous fiscal years. The Committee disagrees with the President's budget insofar as it provides that the $20 million earmarked for the Westside Connection and the $20 million from the 1983 Jobs Bill can be used for Amtrak's regular capital requirements. Congress clearly restricted the use of these funds. On the other hand, the Committee agrees with the President's budget that the $4 million left over after the purchase of the Northeast Corridor could be applied against Amtrak's capital requirements. However, Amtrak may require specific approval by the Appropriations Committees in order to do so.

The Committee recommends that funding for Amtrak be set at $720 million for fiscal year 1985.

INTERSTATE COMMERCE COMMISSION

This category provides funding for the Interstate Commerce Commission (ICC), which is an independent regulatory agency responsible for administering statutes governing the economic regulation of motor carriers, buses, railroads, pipelines, water carriers, and freight forwarders.

The President's budget provides $54 million for salaries and expenses of the ICC. The Committee does not disagree with the President's budget proposal. However, the Committee would like to use this opportunity to make some comments on the budget.

The ICC performs various public assistance activities that are intended to increase public and industry awareness of the opportunities provided

under the law. Currently, several different offices are responsible for these activities, including the Office of Compliance and Consumer Assistance, the Small Business Assistance Office, and the Office of the Special Counsel. The ICC has concluded that its public assistance activities are overly fragmented and not as effective as they should be. Consequently, it is proposing to phase out the Office of the Special Counsel as a separate entity, and consolidate its functions with other offices. The Committee believes the ICC's public assistance efforts are extremely valuable. The Committee also believes that consolidating these functions would be beneficial. Of course, this assumes that the ICC will consolidate these functions in a way that ensures adequate staffing and ready access by the public and industry.

The President's budget for the Office of Compliance and Consumer Assistance is reduced below past years. The Committee understands that this reduction is the result of reduced workload. It also is the Committee's understanding that the reduction will not result in the closing of any ICC field offices nor any reduction in meaningful enforcement activities for which the ICC is still responsible.

The President's budget for the Bureau of Accounts also is reduced. The Committee expects that this reduction will not adversely affect the ICC's essential financial data auditing and collection responsibilities and that the remaining personnel will conduct both rail and motor carrier financial audits as needed. Further, the Committee understands that when the budget was prepared, the ICC was not aware that Congress would be considering legislation to reauthorize the Railroad Accounting Principles Board. If this legislation is enacted, the Committee believes that the Bureau of Accounts would require some additional staff to work with the Board.

United States Railway Association

The Northeast Rail Services Act of 1981 (NERSA) provided for the transfer of Conrail to the private sector. NERSA also specified that the United States Railway Association (USRA) should perform certain functions, and make reports to Congress on Conrail's performance and the Secretary of Transportation's efforts to transfer Conrail.

The President's budget does not include funding for fiscal year 1985 for USRA. The Committee disagrees with the President's budget for the reason cited below.

It is expected that the Conrail transfer will take place this calendar year. However, if the transfer is delayed for any reason, then the Committee believes USRA should be funded in fiscal year 1985 in order to carry out its responsibilities with respect to the transfer. Accordingly, the Committee recommends that funding for USRA be set at $2.1 million for fiscal year 1985. Of course, these funds or any unused portion of them should be returned to the Treasury, if the transfer is completed when expected.

Railroad Accounting Principles Board

The Railroad Accounting Principles Board was authorized for a 3-year period by the Staggers Rail Act of 1980. The purpose of the Board was to establish "principles" to be used in making determinations regarding railroad costs associated with particular movements of goods.

The President's budget does not include funding for fiscal year 1985 for the Board. The Committee disagrees with the President's budget for the reason cited below.

During the Board's authorization period, it received no appropriations. Accordingly, it never started operations. However, the 1984 Supplemental Appropriations Act provided $50,000 to be used if the Board were reauthorized. Recently, the House passed legislation that would reauthorize the Board. Our Committee expects to consider similar legislation this year. Accordingly, in anticipation of possible new authorization legislation, the Committee recommends that funding for the Board be set at $1 million for fiscal year 1985.

REPORT ON BUDGET REQUIREMENTS: COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION

[In millions of dollars]

	Fiscal year 1985		Fiscal year 1986		Fiscal year 1987		Fiscal year 1988		Fiscal year 1989	
	Budget authority	Outlays	Budget authority	Outlays	Budget authority	Outlays	Budget authority	Outlays	Budget authority	Outlays
AVIATION										
Federal Aviation Administration:										
Operations	1,459.0	1,436.7	1,449.7	1,442.7	1,415.9	1,416.2	1,430.9	1,427.4	1,445.8	1,442.2
Facilities, engineering, and development	0	0	0	0	0	0	0	0	0	0
Washington airports, operations and maintenance	36.0	35.7	36.6	36.5	37.3	37.2	37.9	37.8	38.6	38.5
Washington airports, construction	15.0	16.0	15.8	15.4	16.5	16.2	17.3	17.0	18.1	17.8
Aviation insurance	0	−2.9	0	−2.6	0	−2.1	0	−2.1	0	−2.1
Airport and airway trust fund:										
Grants-in-aid airports	1,187.0	899.4	1,017.0	1,055.3	1,017.2	1,084.3	1,065.5	1,033.1	1,116.4	1,066.6
Facilities and equipment	2,050.0	730.5	1,377.0	1,171.4	1,164.0	1,470.4	1,210.5	1,426.3	1,257.4	1,252.1
Research and development	269.0	215.2	215.0	241.1	193.0	218.3	200.8	204.7	208.8	203.5
Operations	1,263.0	1,163.2	1,301.0	1,298.0	1,363.0	1,358.1	1,377.5	1,376.3	1,391.9	1,390.8
National Transportation Safety Board	24.5	24.1	26.1	25.9	26.5	26.5	26.9	26.9	27.4	27.3
Civil Aeronautics Board:[1]										
Salaries and expenses	19.0	20.5	0	0	0	0	0	0	0	0
Payments to air carriers	52.0	51.9	54.6	54.4	57.2	56.7	59.8	59.6	62.4	62.2
Total	6,374.5	4,590.3	5,492.8	5,338.1	5,290.6	5,681.8	5,427.1	5,607.0	5,566.8	5,498.9
BUSINESS, TRADE, AND TOURISM										
U.S. Travel and Tourism Administration	14.0	12.8	15.0	14.6	16.0	15.6	17.0	16.6	18.0	17.6
COMMUNICATIONS										
Federal Communications Commission	92.6	92.2	94.0	93.9	95.3	95.3	96.8	96.7	98.2	98.2

National Telecommunications and Information Administration:										
Salaries and expenses	15.0	14.6	15.4	15.2	14.8	14.6	15.2	15.0	15.6	15.5
Public telecommunications facilities planning and construction	11.0	0	11.0	0	11.0	0	11.0	0	11.0	0
Corporation for Public Broadcasting	153.0	153.0	162.0	162.0	238.0	238.0	238.0	238.0	238.0	238.0
Total	271.6	259.8	282.4	271.1	359.1	347.9	361.0	349.7	362.8	351.7
CONSUMER										
Federal Trade Commission	71.1	71.0	72.5	72.4	74.0	73.8	75.5	75.4	77.0	76.9
Consumer Product Safety Commission	35.0	35.0	35.9	35.9	36.9	36.8	38.0	37.9	39.2	39.1
Total	106.1	106.0	108.4	108.3	110.9	110.6	113.5	113.3	116.2	116.0
MERCHANT MARINE										
Coast Guard:										
Operating expenses	1,800.0	1,771.6	1,950.0	1,914.8	2,001.6	1,983.1	2,055.8	2,042.9	2,110.1	2,097.0
Acquisition, construction, and improvements	550.0	610.4	650.0	561.6	680.0	648.9	710.6	652.5	741.3	680.0
Research and development	35.0	26.3	38.0	34.2	39.5	38.1	41.2	39.9	42.9	41.6
Alteration of bridges	5.2	8.7	5.2	7.0	5.5	5.7	5.8	5.5	6.1	5.7
Maritime programs:										
Operating-differential subsidies	377.8	368.6	392.0	386.6	381.0	405.2	381.0	423.9	391.0	442.3
R&D	10.0	10.7	10.6	10.4	11.2	11.0	11.9	11.6	12.1	12.4
Operations/training	75.8	75.5	77.6	77.2	79.5	79.1	81.4	81.0	83.3	82.9
Federal ship financing	0	−43.5	0	−55.4	0	−66.7	0	−73.0	0	−78.5
Federal Maritime Commission	12.3	12.1	12.4	12.4	12.6	12.6	12.8	12.8	12.9	12.9
Total	2,866.1	2,840.4	3,135.8	2,948.8	3,210.9	3,117.0	3,300.5	3,197.1	3,399.7	3,296.3
NATIONAL OCEAN POLICY STUDY										
National Oceanic and Atmospheric Administration:										
Fisheries and living marine resources	153.7	153.7	161.3	161.3	169.4	169.4	177.9	177.9	186.8	186.8
Ocean and coastal programs	189.2	189.2	198.7	198.7	208.6	208.6	219.0	219.0	229.2	229.2
Atmospheric programs	393.8	393.8	413.7	413.7	434.3	434.3	456.1	456.1	478.9	478.9

Footnotes at end of table, p. 35.

REPORT ON BUDGET REQUIREMENTS: COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION—Continued

[In millions of dollars]

	Fiscal year 1985		Fiscal year 1986		Fiscal year 1987		Fiscal year 1988		Fiscal year 1989	
	Budget authority	Outlays	Budget authority	Outlays	Budget authority	Outlays	Budget authority	Outlays	Budget authority	Outlays
Satellite and environmental data and information systems	326.1	326.1	342.3	342.3	359.4	359.4	377.3	377.3	396.2	396.2
Program support	121.4	121.4	127.0	127.0	133.2	133.2	139.7	139.7	146.5	146.5
Outer Continental Shelf revenue sharing	300.0	300.0	300.0	300.0	300.0	300.0	300.0	300.0	300.0	300.0
Total	1,484.2	1,484.2	1,543.0	1,543.0	1,604.9	1,604.9	1,670.0	1,670.0	1,737.6	1,737.6
SCIENCE, TECHNOLOGY, AND SPACE										
National Aeronautics and Space Administration:										
Space Activities	6,979.3	6,811.6	7,676.9	7,489.1	8,333.3	8,097.3	8,779.6	8,635.4	8,870.9	8,802.5
Air Transportation	702.1	706.4	752.1	724.7	789.7	778.5	829.2	820.9	870.6	859.7
National Science Foundation	1,501.8	1,408.3	1,652.0	1,540.7	1,817.2	1,702.9	1,998.9	1,875.4	2,198.8	2,062.8
National Bureau of Standards	139.4	132.2	146.3	143.6	153.7	151.4	161.3	158.9	169.4	166.9
Earthquake Hazards Reduction Act:										
U.S. Geological Survey	37.3	37.9	39.2	39.0	41.1	40.8	43.2	42.9	45.3	45.0
Federal Emergency Management Agency	6.1	5.6	6.4	5.9	6.7	6.4	7.1	6.8	7.4	7.1
Federal Emergency Management Agency, Fire Prevention and Control (including the National Fire Academy)	21.0	19.2	22.0	20.2	23.1	22.1	24.3	23.2	25.5	24.4
Manufacturing Science and Technology Enhancement	47.0	10.1	57.0	46.3	57.0	60.7	57.0	57.0	57.0	57.0
Total	9,434.0	9,131.3	10,351.9	10,009.5	11,221.8	10,860.1	11,900.6	11,620.5	12,244.9	12,025.4
SURFACE TRANSPORTATION										
Federal Highway Administration:										

Highway-related safety grants	9.8	12.1	10.3	12.7	10.8	13.4	11.3	14.0	11.9	14.7
Highway safety R&D	10.3	10.7	10.8	11.2	11.4	11.8	11.9	12.4	12.5	13.0
Motor carrier safety program	14.1	13.8	14.8	14.5	15.5	15.2	16.3	15.9	17.1	16.7
Motor carrier safety grants	16.0	15.2	30.0	30.0	40.0	40.0	50.0	50.0	0	([2])
National Highway Traffic Safety Administration:										
Highway safety R&D	27.5	25.7	28.8	26.9	30.3	28.3	31.8	29.7	33.4	31.2
Highway traffic safety grants	143.1	132.0	150.3	138.6	157.8	145.5	165.7	152.8	73.9	160.5
Operations and research	62.7	57.0	65.8	59.9	69.1	62.8	72.6	66.0	76.2	69.3
Research and Special Programs Administration:										
Hazardous Materials Transportation Act:										
Operations and administration	6.7	6.4	7.1	6.7	7.4	7.1	7.8	7.4	8.2	7.8
R&D	0.8	0.8	0.9	0.8	0.9	0.9	1.0	0.9	1.0	1.0
Gas & Liquid Pipelines:										
Operations and administration	3.4	3.4	3.5	3.5	3.7	3.7	3.9	3.9	4.1	4.1
R&D	0.6	0.6	0.7	0.7	0.7	0.7	0.7	0.7	0.8	0.8
State grants-in-aid	3.9	3.9	4.1	4.1	4.3	4.3	4.5	4.5	4.7	4.7
Federal Railroad Administration:										
Rail service assistance	32.0	42.8	33.5	49.8	35.0	32.0	36.6	34.3	38.3	35.8
Railroad safety	29.8	29.6	30.9	30.6	32.0	31.7	33.2	32.9	34.4	34.2
Northeast corridor improvement project	0	212.6	0	92.0	0	20.0	0	25.0	0	10.0
Amtrak	720.0	734.4	750.0	775.9	750.0	768.1	750.0	750.0	750.0	750.0
Interstate Commerce Commisson:										
Salaries and expenses	54.0	54.5	54.0	54.0	54.0	54.0	54.0	54.0	54.0	54.0
United States Railway Association: Administrative expenses	2.1	2.9	0	0	0	0	0	0	0	0
Railroad Accounting Principles. Salaries and expenses	1.0	1.0	1.0	1.0	0	0	0	0	0	0
Total	1,137.8	1,359.4	1,196.5	1,312.9	1,222.9	1,239.5	1,251.3	1,254.4	1,120.5	1,207.8
Grand total	21,688.3	19,784.2	22,125.8	21,546.3	23,037.1	22,977.4	24,041.0	23,828.6	24,566.5	24,251.3

[1] The CAB will sunset on December 31, 1984 and it is not clear where fund accounts will show after that time.
[2] Program authorized through fiscal year 1988 (Public Law 97-424).

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